

Message Text

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ACTION IO-13

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INFO AMEMBASSY KINSHASA

C O N F I D E N T I A L LUSAKA 0104

KINSHASA FOR HOROWITZ

E.O. 11652: GDS
TAGS: ELAB ILO AF

SUBJ: HOROWITZ VISIT: HOROWITZ MEETING AT MINISTRY OF FOREIGN
AFFAIRS

SUMMARY: IN A SURPRISINGLY STORMY SESSION, THE PERM SECY
OF THE MINISTRY OF FOREIGN AFFAIRS REFUSED TO CONCEDE
ANY OF THE US OBJECTIONS TO CURRENT ILO PRACTICES, PROBABLY
FEARING THE HE WAS BEING FORCED INTO TAKING A WESTERN POSITION
ON AN EAST-WEST ISSUE WITH WHICH HE WAS UNFAMILIAR. HE ENDED UP
THE DISCUSSION, HOWEVER, REAFFIRMING ZAMBIAN SUPPORT FOR ILO
PRINCIPLES. NGONDA GAVE NOTICE THAT THE FOREIGN MINISTRY WOULD
DISCUSS ILO ISSUES WITH THE MINISTRY OF LABOR FROM A THIRD WORLD
POINT OF VIEW. END SUMMARY.

1. HOROWITZ AND AMBASSADOR HELD A LENGTHY MEETING WITH
PERM SECY OF MOFA IN THE ABSENCE OF THE MINISTER WHO IS
TRAVELING WITH THE PRESIDENT IN WEST AFRICA. AMERICAN
DESK OFFICER MPENGULA AND DIRECTOR OF INTERNATIONAL ORGANIZATIONS
SIYOLWE ALSO PRESENT. HOROWITZ GAVE HIS PRESENTATION LAYING OUT
THE BASIS OF THE FOUR COMPLAINTS WHICH THE US HAS OVER CURRENT
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PRACTICES IN THE ILO.

2. NGONDA RESPONDED BY ASKING QUESTIONS IN AN ATTEMPT TO CLARIFY
IN HIS OWN MIND THE SPECIFIC OBJECTIONS WHICH THE US WAS BRINGING.
BEGINNING WITH THE FIRST ISSUE ON TRIPARTISM, HE LED OFF WITH
A LENGTHY DEFENSE OF THE CLOSE RELATIONS IN ZAMBIA BETWEEN THE
GOVT AND TRADE UNION MOVEMENT WHICH DATE BACK TO THE INDEPENDENCE

STRUGGLE. HOROWITZ MADE CLEAR THAT US CONCERN WAS TO PRESERVE THE INTEGRITY OF THE SEPARATE AUTHORITY OF ILO WORKERS AND EMPLOYERS GROUPS, PARTICULARLY IN THEIR APPOINTMENT OF REPRESENTATIVES TO COMMITTEES AND THE GOVERNING BODY. NGONDA CHOSE TO INTERPRET THE POINT AS SOMEHOW QUESTIONING THE RELATIONSHIP BETWEEN GOVT AND LABOR OF SOVEREIGN NATIONS.

3. NGONDA THEN MOVED TO THE US CONCERN OVER EQUAL TREATMENT. HE EMBARKED ON AN IMPASSIONED DESCRIPTION OF FORCED LABOR AND TRANSPORTATION OF WORKERS TO SOUTH AFRICA DURING THE BRITISH COLONIAL PERIOD AND CURRENT CONDITIONS IN SOUTH AFRICA, RHODESIA AND NAMIBIA. HE CONTENDED THAT THE ILO HAD NEVER OBJECTED TO BRITISH MISTREATMENT DURING THE COLONIAL PERIOD. HOROWITZ, WITH THE AMB'S SUPPORT, QUESTIONED THIS CONTENTION AND NOTED THAT HE WOULD HAVE THOUGHT THIS WOULD LEAD ZAMBIA TO BE ALL THE MORE SENSITIVE TO CONTEMPORARY EXAMPLES OF UNEQUAL TREATMENT.

4. NGONDA BITTERLY CRITICIZED THE US FOR THE LETTER OF INTENTION TO WITHDRAW, CLAIMING THE ZAMBIA HAD NOT BEEN CONSULTED AS HE ACKNOWLEDGED WE WERE NOW DOING. HOROWITZ POINTED OUT THAT FOR YEARS US REPS IN THE ILO HAD MADE IT VERY CLEAR THAT THEY WERE DISSATISFIED AND DRAWING NEAR THE END OF THEIR PATIENCE ON THE ISSUES WE WERE RAISING NOW. NGONDA SAID HE FELT THE US WAS WRONG IN CONSIDERING TO LEAVE THE ILO. IT HAD A RESPONSIBILITY AS A GREAT POWER TO CONTINUE TO PARTICIPATE. IT SHOULD RETAIN ITS POSITION AND STRIKE BACK AT THE WRONG-DOERS. HOROWITZ POINTED OUT THAT WHILE WE DISAGREED WITH THOSE WHO WISH TO DISTORT ILO PRINCIPLES AND ORGANIZATION, IT WAS THE MAJORITY WHICH SUPPORTED THEM TO WHICH WE WERE APPEALING NOW. THE US WAS NOT PREPARED TO

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REMAIN IN THE ORGANIZATION IF IT CONTINUED TO SUPPORT THOSE WHO DISTORTED ILO PRINCIPLES.

5. ONLY AT THE END OF THE DISCUSSION WAS NGONDA PREPARED TO STATE ZAMBIAN SUPPORT FOR BASIC ILO PRINCIPLES LEADING HIM TO FURTHER DESCRIPTION OF ZAMBIA'S DEDICATION TO EQUAL TREATMENT IN DEFENSE OF HUMAN RIGHTS WITHIN THE COUNTRY. NGONDA PROMISED TO REVIEW WITH THE LABOR MINISTRY THE POINTS RAISED AS WELL AS ZAMBIA'S POSITION ON THE VARIOUS ISSUES EXPECTED TO ARISE AT ILO MEETINGS.

6. COMMENT: IT WAS CLEAR THAT THIS WAS A NEW SUBJECT TO NGONDA WHO FELT FOR SOME REASON THAT HE WAS BEING ASKED TO COMMIT HIMSELF ON A SUBJECT WITH WHICH HE WAS OBVIOUSLY UNFAMILIAR. THIS WAS COMPLICATED BY THE FACT THAT HE REALIZED THE EAST-WEST IMPLICATIONS OF THE SUBJECT AND DID NOT WISH TO TAKE A POSITION WHICH, FROM THE FOREIGN POLICY POINT OF VIEW, MIGHT BE SEEN BY THE THIRD WORLD AS TAKING SIDES WITH THE US. HOWEVER THE INTENSITY OF NGONDA'S REACTION SEEMED TO SPRING FROM SOMETHING

ENTIRELY EXTERNAL TO THE DISCUSSION AT HAND. HE CLEARLY WANTED NOT ONLY TO AVOID TAKING A POSITION ON WHAT HE SAW AS AN EAST-WEST ISSUE, BUT TO TAKE THE OCCASION TO LECTURE US REPS ON PAST AND PRESENT INJUSTICES TO WHICH AFRICANS HAVE AN ARE BEING SUBJECTED. IT IS OUR JUDGMENT THAT WHEN IT COMES DOWN TO DISCUSSING THE ZAMBIAN POSITION TOWARD THE ILO HE WILL MODERATE HIS FEELINGS CONSIDERABLY, ALTHOUGH HE WILL CERTAINLY TRY TO KEEP THE LABOR MINISTRY AND REPS TO THE ILO FROM TAKING ANY POSITION WHICH COULD BE INTERPRETED AS BEING PARTIAL OF THE WEST.

7. ACTION REQUESTED: EMBASSY WOULD APPRECIATE BEING INFORMED OF ILO RESOLUTIONS DURING THE COLONIAL PERIOD WHICH CALLED ATTENTION TO, CRITICIZED OR CONDEMNED COLONIAL PRACTICES, PARTICULARLY THOSE OF THE BRITISH IN RHODESIA AS WELL AS MORE RECENT ILO ACTIONS CONDEMNING RACIAL INJUSTICES IN WHAT IS NOW RHODESIA, NAMIBIA AND SOUTH AFRICA. WE BELIEVE IT IMPORTANT TO CALL TO THE PERM SECY'S ATTENTION THE ILO'S RECORD OF CRITICIZING WESTERN
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MEMBERS WHEN INJUSTICES OCCURRED. LOW

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